

DEVELOPMENT PROGRAM FOR THE CHIEF EXECUTIVE FIRE OFFICER

EXECUTIVE LEADERSHIP

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ABSTRACT

The Durham Fire Department (DFD) recognized the necessity to meet the need of its community, by establishing and implementing an Officer Development Program primarily designed to prepare its fire technicians for the rank of fire captain.

The problem was that the DFD did not have a development program for the chief executive fire officer, designed solely for the purpose of preparing the fire captain for the rank of battalion chief or higher. The purpose of this Applied Research Project (ARP) was to identify, by employing the evaluative research methodology, the elements of a development program for the chief executive fire officer. The specific research questions were:

1. What, if any, are the nationally recommended knowledge, skills, and abilities for a chief executive fire officer?
2. What, if any, are the state recommended elements for a chief executive fire officer?
3. What, if any, are the elements for a leadership development program at the chief executive fire officer level of the Durham Fire Department?

Reference materials were obtained from the National Fire Academy (NFA) in Emmitsburg, MD, and by Interlibrary Loan. A survey (Appendix A) was distributed to two classes at the NFA. A review of the available literature revealed that the authors and researchers wrote favorably of the concept of chief executive fire officer development programs. The survey results revealed that 1 of 44 or 2 % of the survey respondents have a development program for the chief executive fire officer. Furthermore, it was discovered that NFPA 1021 Fire Officer Professional Qualifications has nationally recommended knowledge, skills, and abilities for the chief executive fire officer. It was recommended that the DFD adopt and implement elements of NFPA 1021, the California

Department of Forestry (CDF) Chief Officer College and the DFD Officer Development Program to help establish a development program for the chief executive fire officer.

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INTRODUCTION

The DFD established and implemented an Officer Development Program in 1996. The Officer Development Program was designed to meet the needs of fire trained personnel in leadership positions, either full-time or on acting status. The course proved to be extremely useful as a result of its well-organized and structured course curriculum.

All fire captains, fire technicians and firefighters who attended and successfully completed the course were taught the same information which ultimately began to create consistency of job application. The value and benefit of the Officer Development Program soon became very evident.

The problem is that the DFD does not have a development program for the chief executive fire officer, designed solely for the purpose of preparing the fire captain for the rank of battalion chief and higher. The purpose of this Applied Research Project is to identify, by employing the evaluative research methodologies, the elements of a development program for the chief executive fire officer.

The specific research questions are:

1. What, if any, are the nationally recommended knowledge, skills, and abilities for a chief executive fire officer?
2. What, if any, are the state recommended elements for a chief executive fire officer?
3. What, if any, are the elements for a leadership development program at the chief executive fire officer level of the Durham Fire Department?

The long-term success of any fire department depends upon its key officer personnel. This statement focuses sharply on the need for highly skilled, intelligent, and broad gauged individuals to provide managerial leadership for some one million firefighters. (Favreau, 1973)

The job of chief officer has become more complex and demanding than ever. The combination of an ever-increasing fire problem, spiraling personnel and equipment

costs and the development of new technologies and methods for decision making requires far more than expertise in fire suppression. Today's chief officer is expected to coordinate emergency medical services, engage in master planning, plan for possible disasters, analyze cost data, evaluate data processing services and deal with labor unions and draft legislation. The chief must be manager, administrator and politician.

(IFSTA, 1984)

If we are to survive the ever-increasing funding shortages, privatization efforts and other radical changes facing our organizations in the future, it is imperative that we develop leaders within our profession capable of directing the fire service into the twenty-first century.

(Phillips, 1994)

Increasing economic and sociological problems justify the immediate need for more competent executive fire service officers. (Gratz, 1978)

BACKGROUND AND SIGNIFICANCE

The DFD located in Durham, North Carolina was established on December 5, 1872 with the purchase of two twenty foot ladders. The department was totally staffed with volunteer firefighters until 1909 when one paid firefighter was hired. In 1971, progress and change brought forth the inception of Public Safety (a combination of police and fire by one officer). In a cost cutting measure, the City Council voted in August 1985 to discontinue Public Safety. On July 1, 1986, the DFD and the Durham Police Department began operating as separate organizations. The DFD employs approximately 280 full-time personnel. There are approximately 262 fire and EMS trained personnel assigned to the Operations Division. A

Deputy Chief leads the Operations Division. Additionally, there are six Battalion Chiefs, 57 Fire Captains, 81 Fire Technicians, and 117 Firefighters assigned to the division.

The remaining persons are assigned in Fire Prevention, Administrative Services, Support Services or the Safety / Training Division. The organizational chart (Appendix C) illustrates the department rank structure. The DFD serves a diverse and growing population of over 193,000 residents. The department covers an area of approximately 99 square miles within the city limits.

There are thirteen city fire stations in operation and the planned construction of two more are anticipated by the city leaders and administrators.

In 1996 the DFD unveiled its Officer Development Program. It was designed to meet the needs of fire personnel in leadership positions, either full-time or on acting status. The content of the program was derived from a survey distributed to all operations division personnel in 1995. The survey asked for the most important issues facing the first-line supervisor on a daily basis. The Special Services Division researched the issues indicated most often on the survey, and the structure of the program was organized.

The classes offered within the Officer Development Program (Appendix D) were taught with a blend of talent from within the department and specialists from Durham Technical Community College (DTCC). Students who attended the pilot program were asked to provide in writing, objective comments and feedback as to the validity of each class. The “bottom line” question on the student survey was, “Can you use what was learned in class at your station or at the emergency scene?” One of the initial successes of the program was that the students in the pilot program gave high marks on practicality for the course.

The benchmark of success was established by the introduction of the officer development program. One of the job requirements of battalion chief and fire captain was amended to specify that

persons promoted to those positions must successfully complete the officer development program within one year of promotion.

The citizens of the community are the customers of the local fire departments. Without citizens, there is no need for the fire departments. Fire service officers must respond to this reality and recognize that they must keep their customers satisfied.

(Grant and Hoover, 1994)

In the past, DFD fire captains who were promoted to battalion chief operated at various levels of competency, and as a result their particular battalions reflected these competencies or deficiencies.

Clearly, today's fire chiefs and officers are more than fire-scene leaders. They must also be knowledgeable in all those newer functions that apply to their departments and skilled in managing human, physical, and economic resources. Possibly most important, they must be flexible to adapt to rapidly emerging technological developments and the equally rapid changes of the political and social environment.

(Carter and Rausch, 1999)

The U.S. Fire Administration, through the National Fire Academy, recognized the need for officer development beyond technical capabilities and instituted its management science and executive fire officer courses in the 1980's. These original courses have now been upgraded once again to assist fire officers in meeting the increasing level of administrative ability expected.

(Grant and Hoover, 1994)

Professional development includes much more than being proficient and knowledgeable of fire service-related subjects and material. Fire officers need to have a good formal education that is broad in a number of subject areas, which means a

college degree at the bachelor's level and a master's degree for many top-level positions.

(Stevens, 2000)

The curriculum of the Chief Officer Certification Program sponsored by the California State Fire Marshal's Office is a combination of management and command classes that are essential functions which include; computer applications, finance, master planning, human relations, disaster planning, command, management concepts, wildland tactics, high rise tactics, and hazardous materials incidents. This program has considerable credibility statewide and nationally.

(Moreno, 1992)

Chief Officers certainly benefit from classes on leadership and ethics, policy development and review, incident scene safety, building construction, and instructional techniques, but it is crucial that today's chief officers possess additional skills. Planning, personnel management, motivation and discipline, information management, labor relations, and financial management are but some of the additional skills needed for chief officers.

In most segments of the fire service comparatively little attention was given to the development of executive management personnel until 1962. The International Association of Fire Chiefs' meeting in Toronto Ontario, Canada, in cooperation with the International Fire Administration Institute scheduled a series of seminar-workshops on management prior to the 88th IAFC annual conference. The seminar faculty included university professors, consultants, and chief executive officers. The sessions were evaluated and feedback indicated that chief officers wanted more.

The pre-conference sessions were held in Memphis in 1963, Houston in 1964, Miami in 1965, Boston in 1966, San Francisco in 1967 and Louisville in 1968.

(Favreau, 1973)

The managerial training processes at the executive levels of the fire service have been focused on formal management classes, which are the technical duties of the modern Executive Fire Officer (EFO). Such tasks as budget preparation, incident command skills, report writing and plans review would be examples. These are legitimate and important tasks, and the training for these activities is necessary, however, there are additional responsibilities of the modern EFO that encompass the non-technical duties. Examples of non-technical activities include labor-management relations, visioning, personnel administration, and team building.

(Gates, 2001)

The probable future impact of not having a development program for the chief executive fire officer at the DFD may mean delaying the opportunity to fully expand the potential of the personnel. The problem of the DFD lacking a development program for the chief executive fire officer is linked to Unit 4: Managing Multiple Roles and Unit 6: Succession / Replacement Planning of the National Fire Academy's Executive Leadership Course.

A progressive fire chief grooms subordinate officers to take over key aspects of department operations. Given the degree to which the chief must work with entities outside the department, duties associated with standard response to fire and EMS calls often need to be shifted to junior officers.

(Grant and Hoover, 1994)

LITERATURE REVIEW

An original literature review was conducted at the Learning Resource Center (LRC) located at the National Fire Academy in Emmitsburg, Maryland. The Interlibrary Loan System enabled the author to acquire additional reference materials necessary for the background information for the research project. The author developed a survey instrument designed to provide research data and feedback for the evaluative research methodology.

Management in the Fire Service (Third Edition), written by Dr. Harry R. Carter and Erwin Rausch focuses on the skills and techniques used in business, government and other organizations. It places particular emphasis on fire service application. The book explores the general management concepts and functions as they pertain to the fire service. Chapter Two of the book entitled, “Management Functions in the Fire Service and Fire Officer Responsibilities,” provide relevant data for the Applied Research Project. The chapter describes the various fire officer responsibilities including intermediate-level officers and chief officers, as recognized by NFPA 1021, Standard for Fire Officer Professional Qualifications.

The fire service manual entitled, *Chief Officer*, is published and produced by the International Fire Service Training Association (IFSTA). It provides information on such topics as; Planning as a Managerial Function, Hiring Practices, Fire Company Staffing, Labor Relations, Information Management, Fire Department Budgeting, Emergency Medical Services, Fire Communication Systems, Safety in the Fire Service, and The Political Arena. The publication contains several illustrations such as charts, drawings, and tables designed for user clarification. Chapter references are available near the index of the book. The publication is a comprehensive source of data for the reader.

Fire Service Personnel Management, written by Steven T. Edwards addresses various issues pertinent to fire service personnel management. The handbook examines established personnel

management concepts and their relationship to the fire service. Chapter Seven entitled, “Training and Development,” contains a subheading on Professional Development. This section supplies specific information relevant to state and federal level fire training programs at the executive fire officer level. Endnotes and references are available at the end of each chapter for the reader’s convenience.

Fire Service Management, written by Professor Donald F. Favreau discusses various issues directly related to personnel management in the fire service. Case studies are utilized as a means of focusing on particular issues. The author includes illustrations throughout the book to assist the reader. The book examines topics such as; Functions of Management, The Management Cycle, The Behavioral Sciences, Executive Development, Fire Service Education and Research, and Collective Bargaining in the Fire Service.

Duane Fry submitted an Applied Research Project entitled, *An Evaluation of the California Department of Forestry and Fire Protection’s Training and Development Program of Chief Officers for Leadership Roles*. He indicated that the purpose of the research project was to focus on the leadership portion of the California Department of Forestry’s (CDF) training program and to obtain its Chief Officers’ perceptions of past and present leadership training. He employed the evaluative research methodology and personal interviews with chief officers. Fry revealed that budget restrictions in recent years significantly reduced the department’s ability to fund management training courses. The survey results and the perceptions of the interviewees indicated that the CDF should increase its training and development efforts in preparing its chief officers for leadership roles.

The ARP entitled, *Mentoring at the Executive Level in the Fire Service: A Criteria Study* submitted by Tod A. Gates attempts to identify the criteria for a mentoring process for the chief officers of the Corpus Christi Fire Department (CCFD) located in Corpus Christi, Texas. Gates utilized the descriptive research methodology to answer his research questions. He attempted to

identify applicable national and state level criteria that exist for mentoring. He also attempted to identify criteria that may exist in fire departments of similar size to the CCFD. His study results revealed that no national or state level criteria exist for mentoring at the chief executive officer level. Additionally, he discovered that mentoring programs in similar size fire departments are not linked to any specific criteria, and the existing mentoring programs are more prevalent at the lower ranks with an informal format. Gates recommends implementing a mentoring program for the CCFD and he identifies several program criteria from which other organizations may use as they design and implement their mentoring programs.

The book entitled, *Fire Service Administration*, written by Dr. Nancy K. Grant and Dr. David H. Hoover is a comprehensive guide intended to assist fire service personnel in developing their skills as administrators in the field. The book offers practical aspects of planning, budgeting, hiring, and human resource management. Additionally, it provides direction on leadership, ethics, motivation, and dealing with cultural diversity. One of the final chapters deals with interacting with different public administrators with an emphasis on professionalism and maintaining a positive and constructive working relationship.

Fire Department Management: Scope and Method, was written by David B. Gratz approximately 30 years ago. However, references cited from the book that appear in this ARP still apply today. Discussion is presented with regard to the budget challenges that many municipal administrators face and the importance of fire executives justifying their participation in educational and improvement activities. Gratz stresses that the requirements for the fire executive must be identified and established.

The article written by David B. Gratz entitled, *Initial Assessment of Training Needs of Middle Management Fire Officers* summarized the first three tasks for the design and organization of a

training program for the executive development of middle management fire officers. The first three tasks consisted of three objectives:

- Perform an assessment of the training needs of middle management fire officers.
- Develop preliminary recommendations for the course content.
- Prepare recommendations for the organization and implementation of the course.

The two remaining tasks include additional research and verification of the fire officer's duties, and providing recommendations on the design of the instructional process.

The ARP entitled, *Executive Fire Officer Career Development, A Proactive Approach for Success*, submitted by Robert Moreno documents the courses, programs and seminars that he attended. He describes the goals of each program, course and seminar while sharing his personal observations. It was discovered that the California State Fire Marshal Office sponsored a Chief Officer Certification Program with the courses listed by the author. Moreno employed the historical and evaluative research methodologies for his research project.

In his ARP entitled, *Leadership: Where Do We Go From Here?* Clay Phillips describes several modern leadership theories that may be used to identify and develop potential leaders in the fire service. He cites leadership traits as identified in 1992 by Dennis Rubin. The list includes the ability to effectively communicate, judge, create, organize, and innovate. Phillips also cites the work of Dr. Douglas McGregor, who introduced the concept of the Theory X and Theory Y management styles in his own book several decades earlier. Dr. McGregor's book is entitled, *The Human Side of Enterprise*. These theories were based on what the leader believed about his subordinates' desire to work, be led, and seek responsibility. Theory X leaders believe workers dislike work and have all the expected attributes of one who dislikes work, while Theory Y leaders believe workers enjoy working and seeking responsibility, etc. Phillips cites work by Stephen Covey and his book entitled, *Seven Habits*

of *Highly Successful People*. Phillips conducted personal and telephone interviews based on Covey's book. In the recommendation section of his research project, Phillips states that current fire service leaders should strive to develop habits discussed in Covey's book.

Managing People: Fire Service Personnel Strategies is a publication of the National Fire Protection Association (NFPA) and was authored by Pam Powell. The book provides basic, yet very important information regarding managing personnel in the fire service. The book outlines personnel management strategies and techniques that were developed outside the realm of the fire service. Chapter One includes the various styles of leadership such as democratic, autocratic and laissez-faire, while Chapter Nine concludes with lessons from the best in America and Japan.

The ARP entitled, *Officer Development Programs, "Preparing for Our Future"* written by Tom Riemar evaluated the need for an officer development program in the Anderson Township Fire and Rescue Department located in Cincinnati, Ohio. The author utilized both descriptive and evaluative research methodologies for the research project. His problem statement was that candidates competing for company officer positions lacked preparation prior to promotion. The literature review summary and the survey results revealed the need for an officer development program. Riemar recommended the creation of a comprehensive officer development program designed to meet the needs of the organization and the individual.

A telephone interview was conducted with Mr. Stephen M. Sloan, Certification Specialist with the North Carolina State Fire and Rescue Commission. He was selected because of his responsibility for firefighter training and certification for the State of North Carolina Department of Insurance. He was asked if the State of North Carolina has recommended elements for chief executive fire officers. Mr. Sloan replied, "Presently no such elements exist in North Carolina, but the State Fireman's Association is slated to propose a conceptual plan for specialized training for an executive officer

development program.” (Stephen M. Sloan telephone interview conducted on Tuesday June 25, 2002 at 2:48 PM. EST). The telephone interview influenced the research project by revealing that currently no state level elements exist for a chief executive fire officer development program in North Carolina.

Summary of the Literature Review

A summary of the reviewed literature reveals that there are numerous books and publications written on fire service personnel management, but limited resources are available on the subject of chief executive fire officer development. The CDF offered an extensive executive officer development program until budget restraints forced a training course reduction. The available research projects offered useful information, and several of the ARP authors recommended implementing executive fire officer programs or mentoring programs for their organizations.

PROCEDURES

This ARP required the use of the evaluative research methodology to assist in identifying the elements of a development program for the chief executive fire officer.

Description of the Research Methodology

The purpose for using the evaluative research methodology for this ARP was for the systematic process of collecting data in order to assist in identifying the elements of a development program for the chief executive fire officer.

Literature Review

The applied research topic was selected on the basis of having met the following objectives; capturing the author’s interest, being a significant issue to the DFD, relating to the course content of the Executive Leadership Class, and being relevant to the United States Fire Administration’s operational objectives (Appendix E). After selecting the research topic, a list of possible references was compiled and printed from the computer system located in the Learning Resource Center (LRC) at

the National Fire Academy (NFA) located in Emmitsburg, Maryland. This list was meticulously reviewed before gathering all relevant sources of information. The researcher was successful in obtaining data and reference materials from books, journal articles, fire service manuals, ARPs, a telephone interview, a survey instrument and the Internet.

The reference material was acquired with the assistance of the LRC staff. Additional reference material was obtained by using the Interlibrary Loan Program at the main Durham County Library located in Durham, North Carolina.

Survey Instrument

A survey instrument (Appendix A) was developed and distributed to the students attending the following NFA classes in Emmitsburg, Maryland: Executive Development and Advanced Leadership Issues in Emergency Medical Services. The purpose for using this method of distribution was to obtain a random sampling of responses from numerous organizations. The researcher obtained permission from both class instructors before the surveys were distributed. Forty-seven surveys were distributed on Monday March 18, 2002 and forty-four were returned on Tuesday, March 19, 2002, for a response rate of 94 %. The researcher attended the NFA Executive Leadership Class from March 10-22, 2002.

The primary purpose for using the survey instrument was to determine the percentage of emergency service organizations that have a development program for the chief executive fire officer and to help identify the course elements that comprise those programs. The survey included providing the name of the emergency service organization followed by six questions: 1) How many members make up your organization? 2) What is the approximate population of the area your organization serves? 3) Does your organization have a chief executive development program? 4) If

yes, does it contain national level course elements? 5) If yes, does it contain state level course elements? 6) What additional elements are included in the program? Please check any that may apply.

Limitations

It should be noted that the author prepared the final research document by utilizing the American Psychological Association (APA) fourth edition of *The Publication Manual*. Page II-11 of the *Executive Fire Officer Program Applied Research Guidelines*, states that the fourth edition is no longer available (in print), however the NFA will continue to recognize the fourth edition until the fifth edition is fully integrated per the timetable as printed on page II-11 of the October 1, 2001 EFOP guideline booklet. The author entered the Executive Fire Officer Program (EFOP) during the 1999 fiscal year.

It was assumed that the survey respondents answered each survey question truthfully and to the best of their knowledge and ability.

Definition of Terms

1. **NFPA 1021-** National Fire Protection Association standard that identifies the performance requirements necessary to perform the duties of a fire officer and specifically identifies the four levels of fire officer progression. The intent of the standard is to define progressive levels of performance required at the various levels of officer responsibility.

RESULTS

The purpose of this ARP was to identify by employing the evaluative research methodology the course elements of a development program for the chief executive fire officer of the DFD. This was to be accomplished by reviewing books, journal articles, fire service manuals, ARPs, the Internet, telephone interviews and a survey instrument.

Forty-four of forty-seven emergency service organization representatives responded to the survey (Appendix A) for a response rate of 94%. Question #1 asked the respondent to provide the name of their emergency service organization (Appendix B). Question #2 asked how many members makeup his / her organization? The following organizations checked the brackets indicating less than 50 members: The Army National Guard, The Boardman Rural Fire Protection District, Cherokee Tribal EMS, The Excelsior Fire District, The Longboat Key Fire and Rescue Department, The Fairbanks Fire Department, The Mokena Fire Protection District, The Trussville Fire and Rescue Department, The Montclair Fire Department, The West Manatee Fire and Rescue District, and The Winter Park Fire and Rescue Department. This represents 11 of the 44 respondents or 25%. The following organizations checked the brackets indicating 50-150 members; The California Department of Forestry at Tulare County, The Central Yavapai Fire District, The Bloomington Fire Department, The Clovis Fire Department, The Eagle River Fire Protection District, The Forest Park Fire Department, The Gatlinburg Fire Department, The Iowa City Fire Department, King County Medic One, The New Castle County Police Department EMS Section, The North Shore Fire Department, The Odessa Fire Department, Richland Fire and Emergency Services, Town of Fishers Fire Department, The Warner Robins Fire Department, The West Hartford Fire Department, and The Yakima Fire Department. This represents 17 of the 44 respondents or 39%. The following organizations checked the brackets indicating 151-250 members; Charleston County EMS, Guilford County Emergency Services, The Lynchburg Fire and EMS Department, The Nashua Fire and Rescue Department, The Pittsburgh Department of Public Safety EMS Division, and The Waco Fire Department. This represents 6 of the 44 respondents or 14%. The following organizations checked the brackets indicating over 250 members: The Boston Fire Department, The California Department of Forestry, The Crozer Health System at Delaware County Memorial Hospital, The District of Columbia Fire and

EMS Department, The Henrico County Division of Fire, The Kansas City, Kansas, Fire Department, The Kansas City, Missouri, Fire Department, The Memphis Fire Department, The Rochester, New York, Fire Department, and The Tulsa Fire Department. This represents 10 of the 44 respondents or 23 %. Question #3 asked, “ What is the approximate population of the area your organization serves? ” The following organizations checked the brackets indicating between 9,999 or less; The Army National Guard, The Boardman Rural Fire Protection District, The Gatlinburg Fire Department, and The Longboat Key Fire and Rescue Department. This represents 4 of the 44 respondents or 9 %. The following organizations checked the brackets indicating between 24,999 and 10,000; Cherokee Tribal EMS, The Excelsior Fire District, The Mokena Fire Protection District, Richland Fire and Emergency Services, and The Trussville Fire and Rescue Department. This represents 5 of the 44 respondents or 11 %. The following organizations checked the brackets indicating between 25,000 and 99,999; The Bloomington Fire Department, The Crozer Keystone Health System at Delaware County Memorial Hospital, The California Department of Forestry at Tulare County, The Central Yavapai Fire Protection District, The Clovis Fire Department, The Eagle River Fire Protection District, The Fairbanks Fire Department, The Forest Park Fire Department, The Iowa City Fire Department, The Lynchburg Fire and EMS Department, The Montclair Fire Department, The Nashua Fire and Rescue Department, The North Shore Fire Department, The Town of Fishers Fire Department, The Warner Robins Fire Department, The West Hartford Fire Department, The West Manatee Fire and Rescue District, The Winter Park Fire and Rescue Department, and The Yakima Fire Department. This represents 19 of the 44 respondents or 43 %. The following organizations checked the brackets indicating between 100,000 and 249,000; The Kansas City, Kansas, Fire Department, The Odessa Fire Department, and The Waco Fire Department. This represents 3 of the 44 respondents or 6 %. The following organizations checked the brackets indicating 250,000 or more: The Boston Fire

Department, The California Department of Forestry, Charleston County EMS, The District of Columbia Fire and EMS Department, Guilford County Emergency Services, The Henrico County Division of Fire, The Kansas City, Missouri, Fire Department, King County Medic One, The Memphis Fire Department, The New Castle County Police Department EMS Section, The Pittsburgh Department of Public Safety EMS Division, The Rochester, New York Fire Department, and The Tulsa Fire Department. This represents 13 of the 44 respondents or 29 %. Question #4 asked, “ Does your organization have a chief officer executive development program? ” The following organizations checked the brackets indicating yes: The District of Columbia Fire and EMS, The Gatlinburg Fire Department, Guilford County Emergency Services, and The California Department of Forestry. This represents 4 of the 44 respondents or 9 %. On Thursday June 27, 2002, telephone calls were placed to the four organizations in an attempt to acquire additional information. The researcher spoke with Fire Lt. Edward Pearson of the DC Fire and EMS Training Division, Fire Inspector Luther Whaley of the Gatlinburg Fire Dept. and Alan Perdue of Guilford County EMS, and all three indicated that their organizations had no chief executive officer development program. Additionally, the researcher spoke by telephone with Ms. Ree McGloughlin of The CDF Training Academy and she confirmed that the CDF does have a chief executive fire officer development program. Question #5 asked, “ Does the program contain national level course elements? ” The CDF survey respondent checked the bracket indicating yes. The other three survey respondents also checked yes, but the follow-up telephone calls to their organizations contradicted their survey responses. Question #6 asked, “ Does the program contain state level course elements? ” As with survey question #5, all four survey respondents checked the brackets indicating yes, and with the exception of the CDF, the follow-up telephone calls to the officials of the other three organizations, contradicted the original survey responses. Question #7 asked, “Which additional elements are included in the program and to please place a check mark to

those that may apply. The elements listed were: Planning, Personnel, Budget, Ethics, Motivation and Discipline, Leadership, Information Management, and Labor Relations. As with survey questions # 5 and #6, all four survey respondents checked each category, but the CDF is the only organization surveyed, with a confirmed chief executive fire officer development program.

The overall survey results reveal that only one of the 44 survey respondents has a development program for the chief executive fire officer.

The answers to the research were:

1. What, if any, are the nationally recommended knowledge, skills, and abilities for a chief executive fire officer?

A review of the literature revealed that national level knowledge, skills, and abilities have been adopted and implemented by the NFPA 1021 Standard for Fire Officer Professional Qualifications. NFPA 1021 Chapter 4 entitled, "Fire Officer III," recommends that the chief officer know current national and international trends and developments related to fire organizations, management and administrative principles; public and private organizations that support the fire and emergency services and the functions of each. The skills and abilities include the ability to use evaluative methods, to analyze data, to communicate verbally and in writing, and to motivate members. Various levels of officer performance outlined in the standard include Fire Officer I, Fire Officer II, Fire Officer III, and Fire Officer IV. NFPA 1021 defines Fire Officer I as functioning at the supervisory level, Fire Officer II as functioning at the supervisory / managerial level, Fire Officer III as functioning at the managerial / administrative level, and Fire Officer IV as functioning at the administrative level.

Because of the variety of fire department organizations, it is impossible to define middle management solely on the basis of rank titles. However, in most fire departments, the chief and the immediate second in command (deputy or assistant)

would be considered top management. Middle management would include the ranks of district and battalion chief officers. In some instances, the rank of captain also might be classified as middle management, depending on the actual duties and responsibilities.

(Gratz, 1978)

Battalion chief officers of the DFD would be classified as middle management, and by the NFPA definition of a fire officer, would be categorized as a Fire Officer III. The Fire Chief and Deputy Chief would be categorized as a Fire Officer IV.

2. What, if any, are the state recommended elements for a chief executive fire officer program?

During a telephone interview with Mr. Stephen M. Sloan, Certification Specialist for the North Carolina Fire and Rescue Commission, he indicated that no chief executive fire officer development program currently exists in the state. He also shared that the State Firemen's Association is projected to propose a conceptual plan for specialized training for executive officer development, but no target date was given.

The survey results revealed that the CDF is the only one of the 44 survey respondents who indicated that they currently offer a development program for the chief executive fire officer. Additional research revealed that they offer a CDF Chief Officer College (Appendix F) at their 40 acre training facility in Ione, California. Further investigation of the Chief Officer College yielded a detailed description of the course content. The comprehensive course curriculum has classes for newly promoted chief officers such as Leadership Development, Management Development, Incident Management, and Exceptional Leadership.

Clearly, today's fire chiefs and officers are more than fire-scene leaders. They must also be knowledgeable in all those newer functions that apply to their departments and skilled in managing human, physical, and economic resources. Possibly most

important, they must be flexible to adapt to rapidly emerging technological developments and the equally rapid changes of the political and social environment.

(Carter and Rausch, 1999)

Abilities necessary to perform the job include the ability to motivate, to communicate complex technical information to public administrators, to negotiate resources, to budget, to plan, etc. (Grant and Hoover, 1994).

The curriculum of the Chief Officer Certification Program sponsored by the California State Fire Marshal Office is a combination of management and command classes that are essential functions which include; computer applications, finance, master planning, human relations, disaster planning, command, management concepts, wildland tactics, high rise tactics, and hazardous materials. This program has considerable credibility statewide and nationally.

(Moreno, 1992)

Colleges and universities have cooperated with local and state fire service agencies interested in executive development by providing campus facilities and professional personnel.

(Favreau, 1973)

At the state level many excellent state fire-training programs operate throughout the United States. Many states hold annual fire schools that offer a host of interesting speakers and programs on a wide variety of subjects. Missouri, Iowa, Kansas, and others are well known for their annual fire schools. Because of their size, these larger programs can support the cost for professional presentations. Many state fire training programs present seminars on a regular basis, often at no cost to in-state students.

(Edwards, 2000)

Colorado State University, Louisiana State University, University of Maine, Wichita State University, McMaster University, University of Maryland, and the State University of New York are now offering management development workshops, conferences and seminars for the fire service on an annual basis. This is not an all-inclusive list, as there are many more; it is presented as an indication of interest and cooperation between towns and universities.

(Favreau, 1973)

3. What if any, are the elements for a leadership development program at the chief executive fire officer level of the Durham Fire Department?

The DFD has established a solid foundation for its fire captains by offering classes within the Officer Development Program such as; Leadership and Ethics (four hours), Policy Development and Review (four hours), Building Construction (eight hours), Incident Scene Safety (eight hours), and Frontline Leadership Skills (twenty-four hours), and Successful Scene Management (twenty-four hours).

In 1997, DFD Deputy Chief William A. Bibby, III, made the following statement: “The success and perpetuation of this fire department will be directly attributed to the quality of leadership exemplified by its officers.”

Results Summary

The survey results revealed that The CDF was the only organization of the 44 survey respondents to have a development program for the chief executive fire officer. This represents 2 % of the responding organizations. Furthermore, it was discovered that national level knowledge, skills, and abilities are contained within the NFPA 1021 Standard. It was discovered that presently the State of North Carolina has no elements for a development program for the chief executive fire officer, but

the State Firemen's Association is scheduled to introduce conceptual plans for a program. The random survey respondents represented some, but not all of the remaining 49 states; therefore, no data of the state recommended elements for a development program for the chief executive fire officer was obtained. The DFD Officer Development Program has course elements applicable for a development program for the chief executive fire officer.

DISCUSSION

The relationship that exists between the author's study results and the findings of previous authors and researchers presents similar conclusions.

First, this author's survey results indicated that only 2 % or one out of 44 organizations responding to the survey were found to have a development program designed solely for the chief executive fire officer. Comparing this to the findings of Tod A.Gates' previously submitted ARP overwhelmingly supports the results. The results of his ARP entitled, *Mentoring at the Executive Level in the Fire Service: A Criteria Study*, indicated that there are not any national or state mentoring programs. He discovered that mentoring programs in similar size departments are not linked to any specific criteria, and the existing mentoring programs are more prevalent at the lower ranks.

The fiscally hard-pressed governing bodies and municipal administrators find it difficult to justify sending their fire executives to educational courses for long periods of time. This, it is felt, is partly due to recognition of the fact that there are no specific achievement levels established in many of these courses and activities. It is felt that if various achievement levels or acceptable ends could be shown to governing bodies and municipal administrators, these groups would be more receptive to allowing fire executives to participate.

(Gratz, 1972)

Similar state and regional officer training and education programs have sprung up throughout the country as the fire service begins to embrace the concept of administrative preparedness. In some instances, these programs are designed around NFPA 1021, Standard for Professional Fire Officer Qualifications, while others tend to address local public administrative issues only. Regardless of the type of officer training program in place, the need is acknowledged and the fire service is changing to address that need.

(Grant and Hoover, 1994)

The full scope and extent of the fire problem often is not understood by governing bodies and municipal administrators because membership in governing bodies is generally transitory. The office holder generally is not in the same office for a long period of time for him to understand the full depth and scope of fire service organization, operation, etc. Therefore, he must rely primarily upon his fire executives to justify their participation in educational and improvement activities. The fire executive then finds himself in a position without standards, without specific acceptable development programs, hard-pressed to justify to governing bodies and municipal administrators why his fire service people need to participate in extended educational activities.

(Gratz, 1972)

The interpretation of the study results revealed that although very few organizations have a development program for the chief executive fire officer, the need is becoming more evident as time progresses. The NFPA has taken a proactive approach by its adoption and implementation of NFPA 1021. As previously cited, many state universities in cooperation with the towns and communities

now offer executive level training programs. The CDF appears to fully embrace the scope and extent of personnel development by operating the Chief Officer College. The State of North Carolina continues to remain in the category of states without elements for a development program for the chief executive fire officer. The DFD has laid the groundwork for a development program for the chief executive fire officer, but full adoption and implementation are necessary.

Organizational Implications

The organizational implications of the study results for the DFD may mean that a continued absence of a development program will mean a delay in the chief officers reaching their full potential of serving the community. However, the implementation of a development program for chief executive fire officers will properly prepare the fire captains and all newly promoted chief officers for the challenges that lie ahead.

RECOMMENDATION

Based on a comprehensive review of the literature and the interpretation of the survey results, the following recommendation is presented for the DFD. The primary recommendation is that the DFD develop and implement a leadership development program for the chief executive fire officer. Due to the comprehensive nature of the program it should be scheduled over a period of two years for completion. Furthermore, the elements of the program should include but not be limited to topics such as:

1. Management Development- Overview of the DFD, and city government, role of the supervisor, performance management system, techniques of supervision, communication skills, and organizing and planning.
2. Human Resource Management-Establishing procedures for hiring, assigning, promoting, and encouraging professional development of members.

3. Community and Government Relations-Developing cost-effective programs that build partnerships with the public, while improving and expanding service.
4. Administration-Preparing a budget, developing a budget management system, soliciting bids, planning for resource allocation, and working with information management systems.
5. Emergency Service Delivery-Involves managing multi-agency planning, deployment, operations, and emergency scene management.

The above listed topics are a combination of elements taken from NFPA 1021 Fire Officer Professional Qualifications, the CDF Chief Officer College (Appendix F) and the DFD Officer Development Program (Appendix D).

General Recommendation

It is recommended for future readers of this ARP who may wish to conduct a similar evaluation to consider the size and growth of their organization. It may be prudent for large organizations to develop and implement their own programs while smaller organizations may consider consolidating personnel and financial resources with neighboring organizations to accomplish the goal.

Finally, while the tragic events of September 11, 2001 left an indelible image on humankind, the public continues to rely on emergency service providers more than ever. We must continue to rise to the monumental challenge and to find ways to improve our service delivery system.

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<http://www.fire.ca.gov/FireMarshal/SFNTraining-pdf/Ionecat.pdf>

Survey Instrument

1. Please provide the name of your emergency service organization.
2. How many members make up your organization?
☐ Less than 50 ☐ 50-150
☐ 151-250 ☐ Over 250
3. What is the approximate population of the area your organization serves?
☐ Serving 250,000 or more ☐ Serving between 24,999 and 10,000
☐ Serving between 100,000 and 249,000 ☐ Serving between 9,999 or less
☐ Serving between 25,000 and 99,999
4. Does your organization have an executive fire officer development program?
☐ Yes ☐ No
5. If yes, does it contain national level course elements?
☐ Yes ☐ No
6. If yes, does it contain state level course elements?
☐ Yes ☐ No
7. What additional course elements are included in the program? Please check any that may apply.
☐ Planning ☐ Motivation and Discipline
☐ Personnel ☐ Leadership
☐ Budget ☐ Information Management
☐ Ethics ☐ Labor Relations
☐ Other, please provide the name:

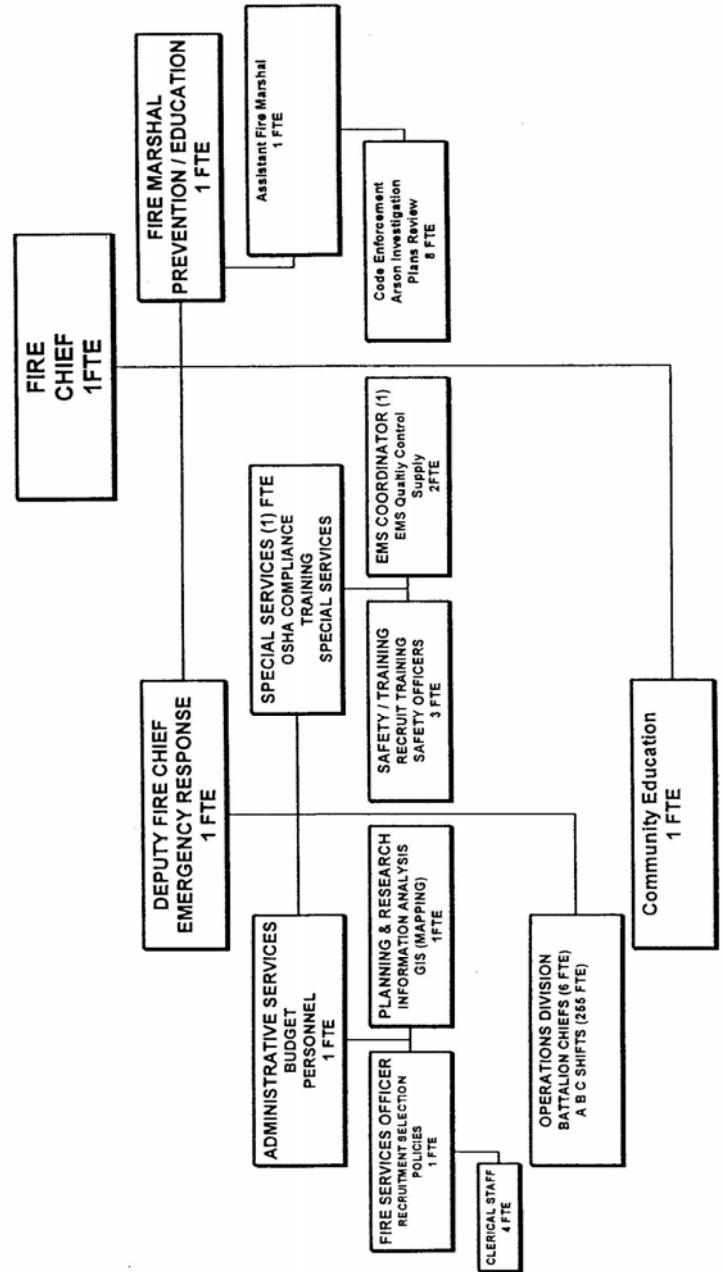
List of Survey Respondents

1. Army National Guard
2. Bloomington Fire Department
3. Boardman Rural Fire Protection District, Oregon
4. Boston Fire Department
5. California Department of Forestry
6. California Department of Forestry at Tulare County
7. Central Yavapai Fire District
8. Charleston County EMS, Charleston, S.C.
9. Cherokee Tribal EMS
10. Clovis Fire Department, Clovis, N.M.
11. Crozer Keystone Health System, Delaware County Memorial Hospital
12. District of Columbia Fire and Emergency Medical Services
13. Eagle River Fire Protection District
14. Excelsior Springs Fire Department
15. Fairbanks Fire Department
16. Forest Park Fire Department
17. Gatlinburg Fire Department
18. Guilford County Emergency Services
19. Henrico County Division of Fire
20. Iowa City Fire Department
21. Kansas City, Kansas Fire Department
22. Kansas City, Missouri Fire Department

23. King County Medic One
24. Longboat Key Fire-Rescue
25. Lynchburg Fire and EMS Department, Lynchburg, VA
26. Memphis Fire Department
27. Mokena Fire Protection District
28. Montclair Fire Department
29. Nashua Fire Department
30. New Castle County Police Department EMS Section
31. North Shore Fire Department
32. Odessa Fire Department
33. Pittsburgh Department of Public Safety & Emergency Medical Services
34. Richland Fire and Emergency Services
35. Rochester, N.Y. Fire Department
36. Town of Fishers Fire Department
37. Trussville Fire and Rescue
38. Tulsa Fire Department
39. Waco Fire Department
40. Warner Robins Fire Department, Warner Robins, Ga.
41. West Hartford Fire Department California Department of Forestry
42. West Manatee Fire and Rescue District
43. Winter Park Fire and Rescue
44. Yakima Fire Department

DURHAM FIRE DEPARTMENT

February 22, 2002



DFD Officer Development Course

It is recognized that a program of this nature could be several months in length. An effort was made in the Durham program to address those problems and procedures that confront the first line supervisor most often. Each class within the program encourages input from the student and involves as many “hands on” exercises as possible. The philosophy of the program is “learning by doing” rather than a standard lecture only format.

1. Leadership & Ethics	Four Hours
2. Policy Development & Review	Four Hours
3. Building Construction	Eight Hours
4. Incident Scene Safety	Eight Hours
5. Instructional Techniques for Company Officers	Sixteen Hours
6. Frontline Leadership Skills	Twenty Four Hours
7. Successful Scene Management	Twenty Four Hours

U.S. Fire Administration Operational Objectives

- A. Reduce the loss of life from fire in the age group 14 years old and below.
- B. Reduce the loss of life from fire in the age group 65 years old and above.
- C. Reduce the loss of life from fire of firefighters.
- D. To promote within communities a comprehensive, multi-hazard risk-reduction plan led by the fire service organization.

CDF CHIEF OFFICER COLLEGE

1ST YEAR, WEEK ONE Management Development (40 hours)

- Overview of CDF, HQ, Government
- Role of the supervisor
- Performance standards and appraisals
- Techniques of supervision (leadership)
- Communication
- Organizing, Planning
- Staffing and controlling
- Labor Relations guide for Supervisors
- Grievance Process
- Formal Adverse Action

1ST YEAR, WEEK TWO Incident Management 3 (40 hrs)

SELECT AN APPROVED ELECTIVE FOR YEAR ONE BY REQUEST (TR-7)

Identify area for improvement and training to meet the need.

2ND YEAR, WEEK ONE Exceptional Leadership (40 hrs.)

Exceptional leadership Development (3days)

Nine Behaviors of Leadership

Developing Others

Renewing Personal Resources

Charting a Course

Three Core Leadership Tasks

Experiential Exercises for Behaviors

Conceptual Framework

Homework: Article Summaries

Field Trip orientation to HQ, Aviation, Davis (2 days)

2ND YEAR, WEEK TWO Issue Paper to BCP (40 hr – curriculum to be developed)

Groups to work on realistic issue and develop solutions

Follow-up project:

Meet with Unit Chief/ Program Director to identify actual issue paper that needs development.

Notify Leadership College of completion

SELECT AN APPROVED ELECTIVE FOR YEAR TWO BY REQUEST (TR-7)

Identify area for improvement and training to meet the need.